

Land Use

The Land Use Chapter provides guidance for public and private decisions about the future use of land and the structures built upon the land. The chapter addresses all land currently within the City, as well as land presently outside of the City, but which may be annexed into the City in the foreseeable future or which may influence the growth of the City. The purpose of the chapter is to encourage the orderly development of Eau Claire, create an attractive and efficient urban environment for the benefit of the larger urban area, and protect the City's capacity for the future expansion of its tax base.

The chapter includes both a map of the preferred land use pattern, and the set of related objectives and policies needed to achieve the desirable long-term future for the Eau Claire community. The key provisions of the other chapters of the *Comprehensive Plan* critical to the physical development of Eau Claire are integrated into the Land Use policies.

The Land Use Chapter translates the community vision for future growth into a recommended physical pattern of neighborhoods, commercial and industrial areas, roads, and public facilities. Land Use policies seek to influence the location, type, amount, and timing of future growth through private real estate development, public investment in infrastructure and community facilities, and conservation of natural areas. In addition, the chapter policies are intended to ensure that the environment and other long-term public interests are given adequate consideration, and to prevent or mitigate the negative effects of incremental, ad hoc, and laissez-faire market decisions.

The Land Use Chapter will be used by the City in making decisions about annexations, private development proposals, and the location, size, and timing of public improvements. The chapter will also be the basis for preparing more specific sub-area or sketch plans for smaller subsections of the community, such as residential neighborhoods, business districts or key perimeter future growth areas.

The chapter objectives and policies will be implemented through intergovernmental agreements with adjacent government jurisdictions, through the City's Zoning and Subdivision Ordinances, and through the administration of those ordinances by the City Council, Plan Commission, and City staff. However, the Land Use Chapter should not be construed as a final blueprint for specific site development, nor a prospective zoning map. The identification of preferred land uses does not imply that rezoning a specific area is immediately appropriate. While the Zoning and Subdivision Ordinances must be consistent with the *Comprehensive Plan*, the rezoning process is separate from the planning process and must consider the timing of zoning decisions, availability of similar land, and the impact of the rezoning decision on other City goals, objectives, and policies.

Key Issues

1. **Regional Coordination of Growth:** What should the City of Eau Claire do to encourage other jurisdictions to support land use planning and zoning policies that result in cost-effective and compact urban development in the metropolitan area, rather than patterns of low density, unsewered, semi-urban lots?
2. **Sanitary Sewer System Control:** What should the City of Eau Claire do to ensure more effective coordination of annexations, sewer service extensions, and timely urban development? What adjustments should the City seek in the Urban Sewer Service Area Boundary to accommodate jurisdictional boundary changes and projected future growth areas?
3. **Fringe Development Pattern:** What land use pattern should the City seek to achieve on its perimeter?
4. **Downtown:** What should the City do to promote intensive redevelopment of the Downtown and attract more office, housing, medical services, entertainment, and mixed-use buildings?
5. **Waterfronts:** What should be the order of priority for the public acquisition of land along the waterfronts for public open space, parks, flood storage, and trails? What should the City do to provide or require public access to the waterfront during property redevelopment?
6. **New Neighborhood Design:** What should the City do to encourage that new residential developments be designed with many of the features of the older neighborhoods, such as sidewalks, street trees, a mixture of housing types, a mixed-use core, narrow streets, short front setbacks, and garages located to the rear?
7. **Retail Commercial Growth:** What should the City do to ensure sufficient land is appropriately planned and zoned for future retail business development? What should the City do to identify future locations for major retail developments in different community quadrants?
8. **Arterial Road Corridors:** What strategies should the City and the County pursue to protect the traffic function of arterial roads, particularly those on the perimeter of the community, and to maintain their good appearances?

Goal and Objectives

Goal: Establish and maintain a land use pattern that achieves a desirable balance among quality of life, economic growth, protection of natural resources, and efficient delivery of public services.

Objective 1 – Sustainable Growth: Grow by investing in established areas, carefully planning new neighborhoods, providing attractive public amenities, and protecting environmental resources.

Objective 2 – Planned Land Use Map: Regulate land use to ensure consistency with the Planned Land Use Map and the objectives and policies of the *Comprehensive Plan*.

Objective 3 – Perimeter and Regional Growth: Achieve compact and cost-effective perimeter growth for the long-term future.

Objective 4 – Residential Neighborhoods: Reinforce or create neighborhoods with a diversity of housing, attractive public spaces, compatible land uses, and a sense of identity.

Objective 5 – Riverfronts and Stream Corridors: Guide waterfront land use to parks, open space, housing, offices, and similar land uses that are compatible with the rivers.

Objective 6 – Major Roadway Corridors: Plan land use along the major road corridors in a manner supportive of the functional classification of the road.

Objective 7 – Environmental Resources: Safeguard and improve environmental features as a means of promoting sustainable urban development, revitalization and quality of life.

Objective 8 – Redevelopment: Restore underutilized urban and waterfront properties to viable commercial, residential or recreational opportunities.

Objective 9 – Economic Development: Provide an adequate and balanced inventory of planned and zoned locations for future growth needs for industrial, office, and retail.

Objective 10 – Inappropriate Land Use: Reduce land use conflicts through redevelopment of blighted, vacant or underutilized properties, enhanced buffering or screening, and improved building and site design.

Objective 11 – Municipal Expansion: Seek to maintain a well-planned and fiscally sound community by continuing to expand municipal boundaries to include areas identified for future urban development.

Objective 12 – Public Infrastructure Investments: Encourage state and local investments in public facilities and infrastructure that are consistent with the principles of Smart Growth and the objectives of the *Comprehensive Plan*.

Objective 13 – Regional Planning: Build land use planning relationships in the greater Chippewa Valley region that support the principles of Smart Growth and that help accomplish the *Comprehensive Plan*.

Objective 14 – Land Use Implementation: Use the *Comprehensive Plan* as the basis for reviewing development applications, making utility and road investments, amending the Zoning and Subdivision Ordinances, and preparing neighborhood or sub-area plans.

Land Use Policies

Objective 1 – Sustainable Growth

Grow by investing in established areas, carefully planning new neighborhoods, providing attractive public amenities, and protecting environmental resources.

A central idea in the *Comprehensive Plan* is that existing residential neighborhoods and established business areas should be maintained or renewed as new investments occur in fringe locations. Growth on the perimeter of the City should be compact and adjacent to prior development, and some new housing or business should occur as redevelopment. Over the next twenty years the community will face many opportunities to reshape or intensify certain locations that have emerged as “activity centers.” Whether employment nodes or shopping centers, they are locations that need a new purpose.

Policies:

1. **Compact and Contiguous Growth:** Guide growth in Eau Claire to locations either contiguous to, or within presently urbanized areas. Land use should be either urban and compact, or rural and very low density. This would serve to:
 - Promote efficient use of serviced land;
 - Promote continued investment in older areas;
 - Limit public and private expenses;
 - Protect sensitive environmental resources;
 - Preserve rural character and prime farmland;
 - Conserve nearby fringe areas for future urbanization when public sewer and water service become available;
 - Reduce driving;
 - Enable increased use of transit and bicycling;
 - Preserve the distinction between urban and rural areas;
 - Create a stronger sense of neighborhood and community.
2. **New Neighborhoods:** Include in new neighborhoods a variety of types of housing (both detached and attached), local streets sized to encourage appropriately slow traffic speeds, street trees and sidewalks, parks and greenways within walking distance, and small commercial areas that accommodate not just cars but also bicyclists and pedestrians. (Refer to the Physical Character Chapter for further policy direction.)
3. **Infill and Reinvestment:** Provide various incentives for the re-use or more intensive use of locations that were not previously developed, locations that have been built upon but cleared, and locations that are underutilized or highly deteriorated. Some part of the future growth in jobs and housing will be captured in the older parts of the City to keep those areas vital and to use prior public investments.

Incentives may include planning and zoning, buying, preparing and reselling property, and improving roads, utilities, and parks. Prime locations for infill and

redevelopment activity include the riverfronts, the Downtown and its edges, portions of the older residential neighborhoods, and portions of the major road corridors such as Hastings Way, Clairemont Avenue, or Hendrickson Drive.

4. **Older Neighborhoods:** Keep existing neighborhoods, including residential and commercial areas, attractive and economically vital by providing quality streets, parks, street trees, fire, police and other public services, by enforcing local ordinances related to maintenance and upkeep, by assisting redevelopment, and by ensuring the quality design and construction of infill development and redevelopment is consistent and compatible with the existing neighborhood.
5. **Activity Centers:** Work to intensify the pattern of land use in those parts of the City identified as activity centers. In those areas, apply zoning, infrastructure improvements, and development incentives to create higher density development, particularly employment, shopping, and multi-family housing which are served by transit, major roads, and bicycle routes.

Activity centers are priority areas where the City will seek to encourage infill growth, use infrastructure efficiently, reduce auto trips, and create diverse, interesting urban locations. Primary activity centers include:

- County Courthouse District
- Historic Waterfront District
- North Barstow District
- Luther-Midelfort (Mayo) Medical Center District
- Multi-campus complex area of the University of Wisconsin-Eau Claire upper campus, Chippewa Valley Technical College, Sacred Heart Hospital, Marshfield Clinic, nearby medical offices and commercial buildings
- Oakwood Mall vicinity
- Gateway Business Park
- South Point Shopping Center area

6. **Guiding Growth with Public Infrastructure:** Use public investments to support new growth and encourage continuous reinvestment in established areas.

In the growth neighborhoods, roads such as Cameron Street, Jeffers Road, and Prill Road will be improved for access and identity. Across the City, the proposed system of parkways and greenways will be used to help keep neighborhoods attractive and sustain property values. (Refer also to the Parks System and the Utilities Chapters for further policy direction.)

7. **Maintaining Growth Forecasts:** Work with Chippewa and Eau Claire Counties and the Eau Claire Area School District to update the City's twenty-year forecast of population, households, and jobs for the sake of planning roads, utilities, parks, and schools. The City should also periodically update its projections for housing and land use needs based on actual population growth and building construction.
8. **Leadership on Regional Land Use:** Continue to participate in and initiate discussions with community groups and area jurisdictions about sensible land use planning consistent with Smart Growth principles. The City should encourage local jurisdictions in the Eau Claire-Chippewa Falls metropolitan area to develop a

consistent regional perspective on the future, and should convene initial meetings of community and government stakeholders to discuss Smart Growth issues and to begin to develop a statement of Smart Growth principles to guide future growth in the Eau Claire-Chippewa Falls metropolitan area. (See also Objective 2, Smart Growth Cooperation, in the Intergovernmental Cooperation Chapter).

9. **Annexation:** Use annexation as a key implementation technique in creating a compact, attractive, and sustainable urban area distinct from the rural areas of adjacent towns. (See also Objective 3 and 11, Perimeter and Regional Growth and Municipal Expansion in this chapter and Objective 5, Boundary Change, in the Intergovernmental Cooperation Chapter).

Objective 2 – Planned Land Use Map

Regulate land use to ensure consistency with the Planned Land Use Map and the objectives and policies of the *Comprehensive Plan*.

A community's future land use map is intended to identify sufficient areas for future land development to accommodate at least twenty years of forecast growth in population, jobs, and housing. The Land Use Map should also illustrate additional potential development areas to convey the longer-term expectations of the community beyond the twenty-year planning horizon and to provide sufficient market flexibility and choice.

The Planned Land Use Map, Figure 2-1, provides sufficient land within the Urban Sewer Service Area to meet the growth needs of the community through 2025. Development decisions regarding specific tracts and parcels will be initiated through the workings of the area development market and driven primarily by private investors. To the extent possible, the City will seek to guide the sequencing and staging of land development in the City's perimeter to be consistent with the Planned Land Use Map and the Public Utilities Staging Plan (discussed later in this chapter).

As shown in Table 2-1, Forecast of Land Needs, the City forecasts a need for approximately 4,200 acres of land for urban development during the 2005 to 2025 period. Approximately 50% of that increase would be required to meet the housing needs for the projected population increase and evolving trends in household formation.

Table 2-1
Forecast of Land Needs, 2005 to 2025, City of Eau Claire

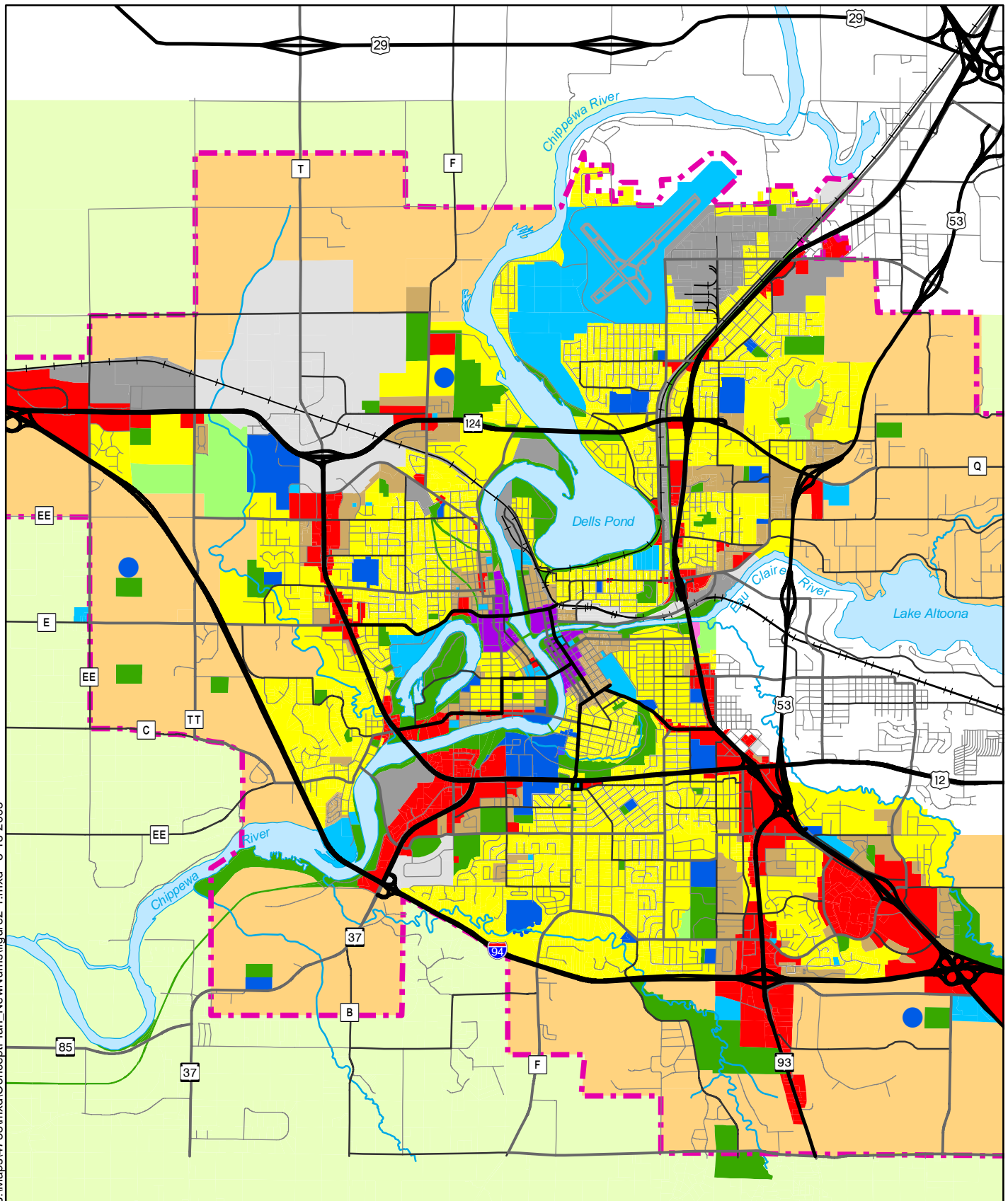
			2004-08	2009-13	2014-18	2019-25	Total
Housing Units Growth			1,735	1,735	1,735	2,100	7,305
DU/Net Acre		%					
Acreage for Detached Units	2.5	0.6	416	416	416	504	1,753
Acreage for Attached Units	8	0.4	87	87	87	105	365
Total Net Housing Acreage			503	503	503	609	2,118
Total Acreage Needed Assuming Housing =			50%				4,237
		%					
Residential Acres (net)			503	503	503	609	2,118
Retail & Service Acres		0.10	101	101	101	121	424
Industrial & Office Acres		0.13	131	131	131	157	551
Other Acres		0.27	272	272	272	327	1,143
Total Development Acres		1.00	1,008	1,008	1,008	1,214	4,238
Factor for Market Choice	0.50		504	504	504	607	2,118
Total USSA Acres Needed			1,511	1,511	1,511	1,821	6,355
Rate of households growth (347 per year) equals rate of the 1990s.							
Rate of acreage annexed annually equals that of the 1990s (179 acres per year)							
Other acres include street and road ROW, parks, floodplain, wetlands, schools and other public lands.							
Land use percentage based on Table 3-7 (Analysis of Conditions Report)							
USSA: Urban Sewer Service Area							

Policies:

- 1. Planned Land Use Map and Categories:** Use the Planned Land Use Map shown by Figure 2-1 and the land use categories further defined in Table 2-2 as the general pattern of future continued physical development for the City of Eau Claire. Table 2-2 provides a more detailed description of each category, along with criteria to evaluate the appropriateness of specific uses relative to each land use category.

The land use patterns and future public building locations shown on the map are generalized and do not represent precise demarcations on the ground nor specific sites. These public building location generalizations are not intended to imply any future construction, but to serve as an illustrative example for the region. Consequently, the City will use the Planned Land Use Map in conjunction with related objectives and policies in the *Comprehensive Plan* in reviewing rezoning and development proposals, plats, site plans, annexation petitions, and other requests regarding future land use. However, major departures from the Planned Land Use Map will be considered only in the context of an amendment to the *Comprehensive Plan*. The City will generally allow rezonings to more intensive land uses consistent with the Planned Land Use Map, provided adequate safeguards are made to assure the more intense development will not adversely affect the use and enjoyment of nearby land uses as a result of excessive traffic, noise or light, by unattractive site planning, or by excessive or unwarranted impact on the natural environment.

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- | | | |
|--|------------------|---|
| Proposed Urban Sewer Service Area Boundary | Commercial | Public Facility |
| Future Neighborhood | Mixed Use | Park |
| Low Density Housing | Downtown | Golf Course |
| Medium & High Density Housing | Light Industry | Agriculture or Very Low Density Housing |
| | General Industry | Potential School Location |
| | School | |

Figure 2-1
*Planned
Land Use*

**Table 2-2
Planned Land Use Map Categories and Proposed Zoning Map Categories**

Land Use Map Categories	Land Uses	Potential Zoning Districts
Future Neighborhood	Future Neighborhood indicates locations where housing and supportive commercial and non-residential development are expected to occur. The arrangement of residential densities and types will be determined through future sub-area plans. The City intends that there be a mixture of types of housing in these locations. (Refer to Residential Neighborhoods Objective 4 in this Chapter.)	Any Residential zoning districts; C-1A, C-1 and C-2 Districts; School; Public Facilities; Park.
Low Density Housing	The Low Density Housing category includes single-family housing, two-family housing plus low-density attached housing. Allowable densities range from approximately 2.5 to 6 housing units per gross acre, with lot sizes in the range of 6,000 square feet and up. Includes places of worship.	R-1, One-Family District R-2, One- and Two-Family District
Medium and High Density Housing	Small-lot detached houses, duplexes, townhouses, 4-, 6- and 8-unit buildings with individual exterior entrances, and all forms of apartment buildings are included in this category. The housing is located where there is good traffic access, between Low-Density Housing and non-residential land uses, and at high-amenity locations such as the greenways or parkways. The density is expected to be greater than 6 housing units per net acre. Includes places of worship.	RM, Mixed Residential District R-3, Low-Rise Multiple-Family District R-4, High-Rise Multiple-Family District
Traditional Neighborhood Development	Locations for traditional neighborhood development are not shown on the Land Use Plan map but are allowed in all locations planned for housing. A zoning district for traditional neighborhoods exists in the zoning ordinance, and the City would like to see developers apply to use it.	Traditional Neighborhood Development (TND)
Medium Intensity Retail, Office or Housing	<p>This mix-use category indicates that a variety of commercial and/or mid- or high-density housing may be appropriate at major intersections and along certain road corridors. It is not possible in this plan to indicate exactly which land parcels should be designated for each of these land uses; that determination should be made as the zoning maps are refined and as development applications come forward.</p> <p>Since these land uses may have differing impacts on adjacent low-density housing and on traffic generation, the site planning guidelines of this plan and the regulations of the zoning ordinance must be observed during the site planning process.</p> <p>Consistent with the plan policy of generally increasing the compactness of urban development, housing may be combined in the same building or closely integrated on the</p>	New zoning district would be needed

Land Use Map Categories	Land Uses	Potential Zoning Districts
	same site with retail or office. (See Residential Neighborhoods Objective 4 in this Chapter.)	
Commercial	Businesses providing retail trade or services for individuals or businesses. Includes hospitals.	C-1A C-1 C-2 C-3
Downtown	This land use category allows and promotes high-intensity office, retail, housing, hospitality, conference and public land uses, preferably in mixed-use buildings with strong pedestrian orientations.	CBD District
Light Industrial, Business Park and Offices	Office buildings, office-showroom, light industrial buildings and manufacturing-related warehousing in landscaped “campus” settings with hidden truck docks and no outdoor storage are allowed in this category. This category is intended to be a more attractive alternative to conventional light industrial areas.	I-1, Light Industrial District New business park zoning district
General Industry, Transportation and Utilities	This category includes industry that involves railroad service, heavy truck traffic, extensive outdoor storage, noise or odors, and the handling of raw materials. It also includes railroad yards, outdoor truck parking, the power substation and the sewage treatment plant.	I-2, Heavy Industrial District
Schools	Includes public and private schools and colleges. Locations of future public schools shown on Figure 2-1, Planned Land Use, are only conceptual. All future schools in the City’s Extraterritorial Review Area must be in locations that can be served by sewer and water lines from Eau Claire.	P, Public Properties District
Public Facility	This category includes public buildings and public facilities other than schools and cemeteries.	P, Public Properties District
Park	Public parks. Locations of future parks shown on Figure 2-1, Planned Land Use, are only conceptual.	P, Public Properties District
Golf Course	Private golf courses.	R-1, One-Family District

- 2. Water Resource Protection:** Continue to protect the function and integrity of streams, flood plains and wetlands during the site plan and subdivision review process by applying the City Zoning Ordinance requirements regarding flood plains and shoreland-wetlands.

Figure 2-2, Major Natural Resource Protection, illustrates the approximate location of these features. Precise locations of these and other natural features will be

determined during review of development applications using detailed site surveys and field inspections.

3. **Steep Slope and Woodland Protection.** Increase and formalize City protection of steep slopes (in excess of 20%) and major wooded areas. The City should prepare and adopt an ordinance regulating changes to steep slopes, as well as a separate ordinance regulating alterations to major wooded areas.

Figure 2-2 indicates the general locations of steep slopes and major woodlands.

4. **Realign Urban Sewer Service Boundary:** Seek to realign and expand the City's existing Urban Sewer Service Boundary as identified in the *2010 Chippewa Falls-Eau Claire Urban Sewer Service Plan* to reflect the boundary shown in Figure 2-3, Growth Management Areas. The existing sewer service boundary was established in 1990 and should be adjusted to reflect the incorporation of the Village of Lake Hallie and the deletion of the village from the City's future service area. Realignment of the City's Urban Sewer Service Boundary as shown in Figure 2-3 is necessary to provide sufficient area to meet the City's projected future growth needs and preserve sensitive environmental areas such as flood plains, wetlands, and steep slopes, and provide adequate market flexibility and choice.

Objective 3 – Perimeter and Regional Growth

Achieve compact and cost-effective perimeter growth for the long-term future.

A critical planning issue facing Eau Claire is how to ensure that the City's urban extension is compact, cost-efficient, and designed for lasting value. The policies for the objective on perimeter and regional growth provide the framework within which the City will work to achieve perimeter growth that is as compact as possible and proceeds outward in a staged fashion. The policies seek to address perimeter growth both through setting minimum standards for non-sewered development and providing planning incentives for desirable growth patterns.

Traditionally, the City has used zoning and subdivision regulations to ensure that there is sufficient land in the extraterritorial area, and especially in the Urban Sewer Service Area, to accommodate the continued growth of the City and maintain its economic vitality as the central city in the metropolitan region. This approach focuses on limiting non-sewered development in the Extraterritorial Review Area.

However, a second aspect of managing perimeter growth is how to attract appropriate development to the recommended locations for future growth. It is in the City's interests, as well as that of the broader metropolitan area, that future growth in the metropolitan area be orderly and compact, provide better access with less traffic, minimize land consumption, and preserve open space and natural resource areas. A growth management strategy that relies only on preventing the less desirable development will result in development patterns being shaped by the State of Wisconsin's annexation policies.

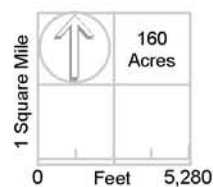
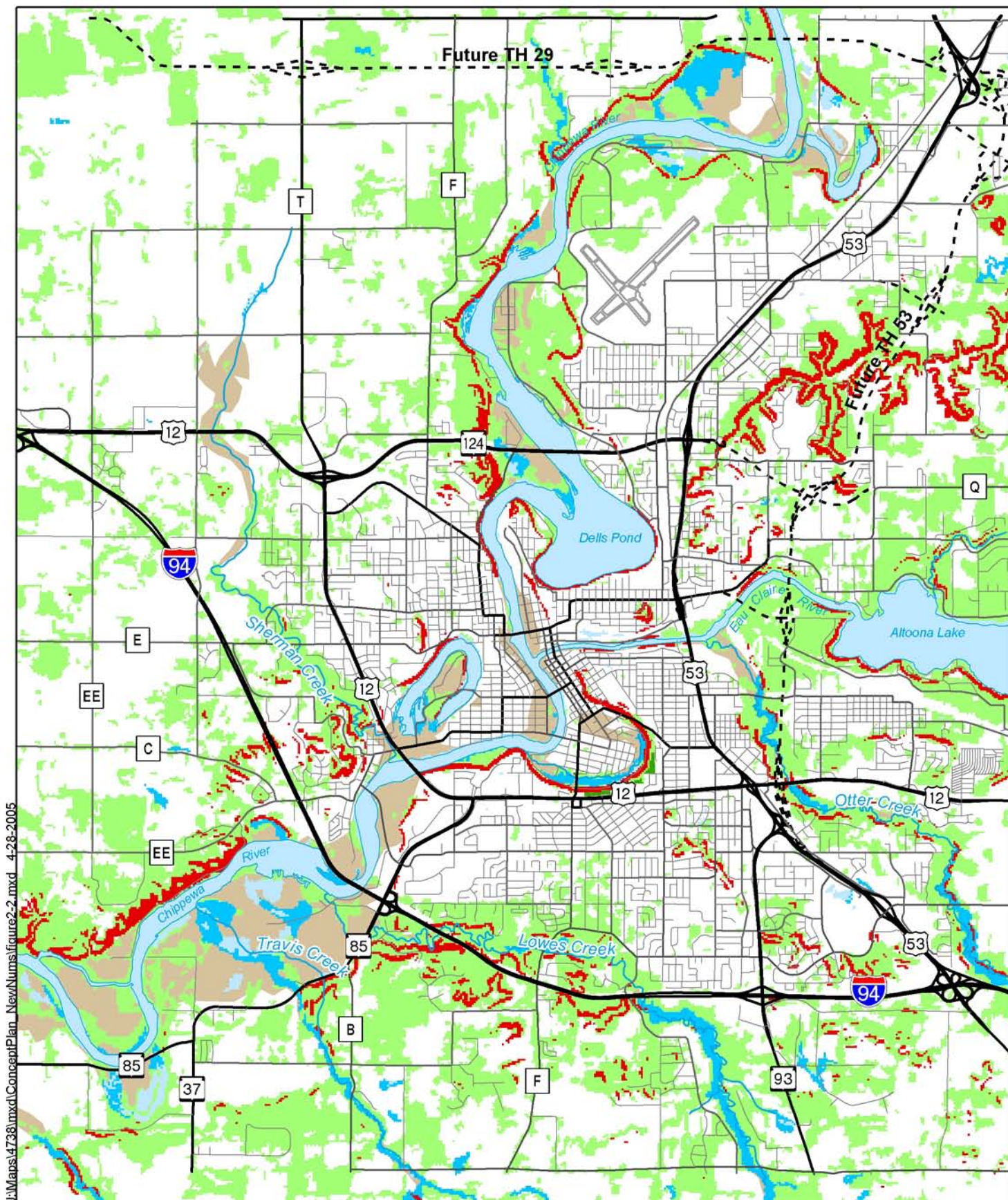


Figure 2-2

The most striking characteristic of the annexations to the City and the subsequent developments that have occurred over the past 25 years is that as a result of the state annexation law most annexations have involved small parcels of less than 10 acres which have tended to occur in a disjointed pattern at multiple locations in the City's periphery. Designing, coordinating, and building utility extensions to serve piecemeal, small area developments is much more expensive for the City than planning for larger tracts of 50 acres or more. Moreover, the upfront challenges and costs for prospective developers to assemble, annex, plan, rezone, and design larger tracts to meet the standards of quality urban density development increasingly dissuade many from even considering the effort.

Consequently, the *Comprehensive Plan* policies identified below take a more "comprehensive" approach to perimeter growth by both establishing minimum development standards to prevent inefficient development and initiating growth incentives to attract and direct appropriate development, including commercial, industrial, multi-family, and single-family residential, to the preferred growth locations in the extraterritorial area. The City's growth management initiatives in this regard will seek to combine joint planning, extraterritorial zoning, intergovernmental agreements, and targeted sharing of City revenues derived from the development of annexed properties.

Policies:

- 1. Growth Management Areas:** Manage growth in and around Eau Claire using the following growth management areas:
 - Existing Urban Area
 - Urban Sewer Service Area
 - Extraterritorial Review Area
 - Rural Area

Figure 2-3, Growth Management Areas, illustrates the approximate location of the four growth management areas as of the effective date of the *Comprehensive Plan*. The Existing Urban Area represents the actual area contained within the corporate boundaries of the City of Eau Claire. The boundaries of the Urban Sewer Service Area are approved by the Wisconsin Department of Natural Resources and designate the area beyond the Eau Claire corporate limits that the City anticipates eventually could be served by the City's wastewater treatment facility. The Extraterritorial Review Area is the area within three miles of the City's corporate boundaries in which the City exercises subdivision review authority under State law to regulate the creation of new parcels through platting or certified survey map and ensure uses of land compatible with the *Comprehensive Plan*. The Rural Area includes the unincorporated areas beyond the Extraterritorial Review Area three-mile boundary and generally maintained for very low rural residential or agriculture uses, or as provided for in a cooperative boundary plan agreement.

The City will prepare and adopt long-range plans for land use, roads and the sequential extension of City sewer and water lines in the Existing Urban Area and the Urban Sewer Service Area. The City will seek the cooperation of the counties and adjacent town and village governments to accomplish mutually beneficial growth management objectives consistent with the *Comprehensive Plan*. Those objectives include compact and well-designed urban edge growth, the economic

extension of City utilities and roads, and the preservation of nearby rural land use and productive farmland from premature development.

2. Existing Urban Area: Seek to maximize infill development in the Existing Urban Area. The City will encourage infill development in Existing Urban Area locations because these locations are already fully serviced by public facilities, are generally within one mile of an existing neighborhood park, and are within the City's developable area as designated in the *Comprehensive Plan*.

3. Non-sewered Development: (a) Require a minimum ten-acre lot size for the creation of new lots in the Urban Sewer Service Area and Extraterritorial Review Area, unless a lesser minimum lot size is allowed through a cooperative boundary plan agreement, or an exception is granted as provided below in this section. The minimum lot size is established in order that compact and cost-effective urban development in the City's perimeter may be achieved through and beyond the twenty-year planning horizon of the *Comprehensive Plan*. The density standard serves to protect the future capacity of the City to expand its tax base and secure economic growth, and also to help preserve working farms and rural development patterns until the time that the land is converted to urban use. In addition, limiting the extent of non-sewered residential development in the City's Extraterritorial Review Area will assist in protecting the City's future capacity to provide development locations for construction of affordable housing.

(b) For any buildable lot of record as of the effective date of the *Comprehensive Plan*, one house would be allowed provided applicable requirements for sewage treatment, water well, and access were met.

(c)(1) To provide greater flexibility in lot design, the City may provide for exceptions to the 10-acre minimum lot size through the City's subdivision review process for developments complying with the subdivision regulations and meeting the following additional criteria:

- The average density of the overall parcel is at least 10 acres per lot;
- Each lot meets the health code requirements for on-site sewage treatment and private water wells;
- The proposed lot layout for the overall parcel locates houses on building sites that have the least impact on environmentally sensitive areas and are less well-suited for farming and agricultural uses;
- The remainder of the overall parcel not developed with lots and roads require a conservation easement precluding further development until such time as urban sanitary sewer service is available and utilized; and
- The proposed lot layout for the overall parcel provides for the future efficient re-subdividing for urban densities and the cost-effective and orderly extension of public streets and utilities.

For example, a 40-acre parcel meeting the above criteria may be able to create 4 one-acre lots for initial development, leaving 36 acres for subsequent development once sewers could be extended.

(2) In addition, the City may also provide exceptions to the 10-acre requirement through cooperative boundary plan agreements establishing the provision of on-site wastewater treatment facilities for developments meeting the following criteria:

- The average density of the overall parcel is not greater than 3 acres per lot;
- Each residential lot is at least 8,000 square feet and no larger than 20,000 square feet in size;
- Each lot is served by sewer service connected to a COMM 83, Wisconsin Administrative Code, compliant common on-site wastewater treatment facility. All sewer main, trunk and lateral lines meet City of Eau Claire standards for such facilities;
- Each lot is served by an approved private, non-community or community water supply system. All water lines meet City of Eau Claire standards for such facilities;
- The remainder of the overall parcel not developed with lots and roads, and areas containing common on-site wastewater treatment facilities, water supply facilities, or stormwater management BMPs require a conservation easement precluding further development until such time as urban sanitary sewer service is available and utilized.
- The proposed lot layout for the overall parcel locates houses on building sites that have the least impact on environmentally sensitive areas and are less well-suited for farming and agricultural uses; and
- The proposed lot layout for the overall parcel provides for the future efficient re-subdividing for urban densities and the cost-effective and orderly extension of public streets and utilities.

For example, a 40-acre parcel meeting the above criteria may be able to create thirteen 8,000 to 20,000 square foot lots for initial development served by common on-site wastewater treatment and water supply technologies, while leaving the remainder of the parcel in conservation easement for subsequent urban development once sewers could be extended.

(3) Exceptions to the 10-acre minimum lot size may also be provided through an intergovernmental agreement (under Section 66.0301 of Wisconsin Statutes) between the City and Town for areas that are already highly divided into semi-rural lots and which would be cost prohibitive for the City to serve with City utilities. An example would be the existing residential area in the Town of Washington, west of Lowes Creek Road and south of Interstate 94.

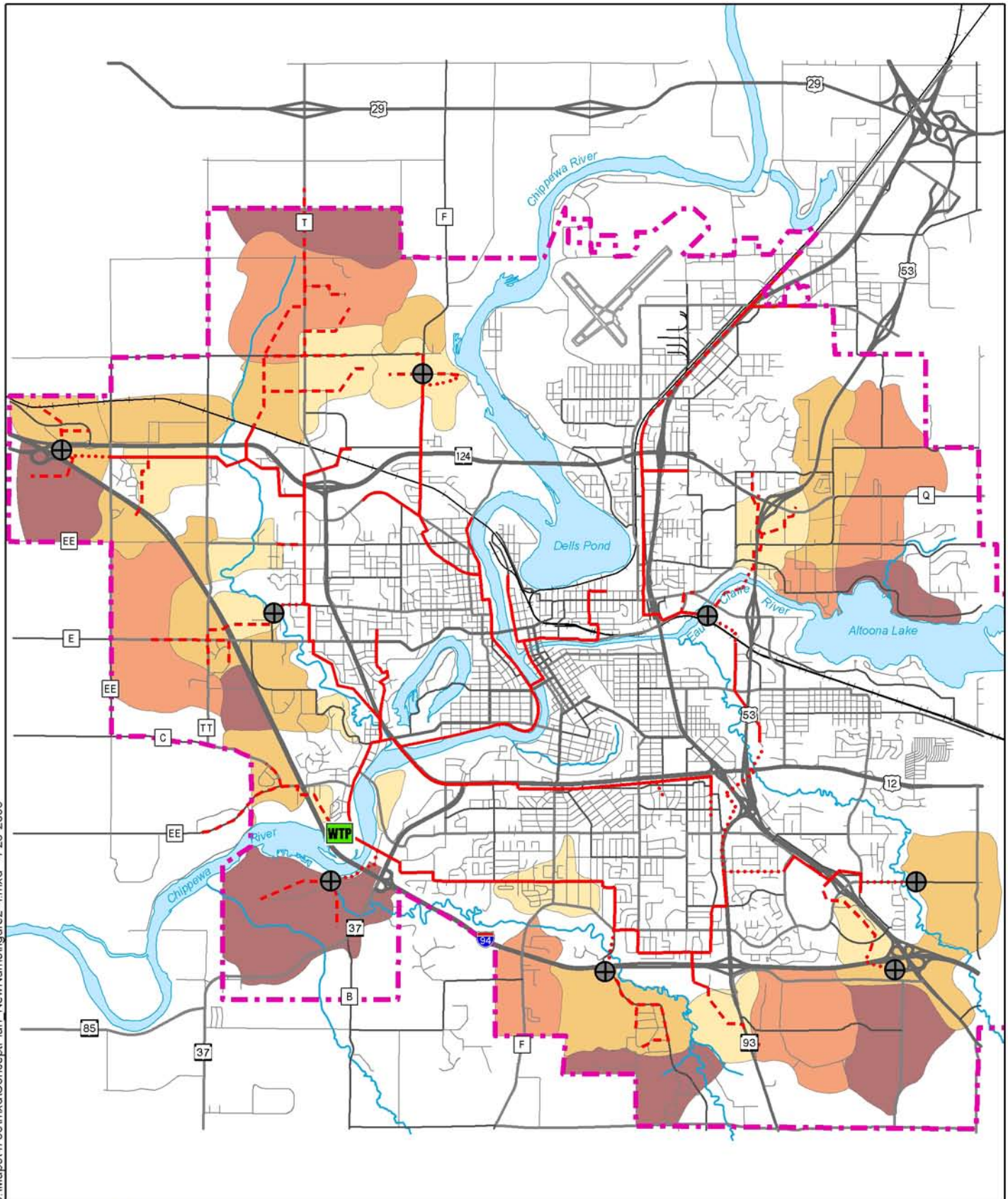
(4) Exception to the 10-acre minimum lot size may also be provided through intergovernmental agreements between the City and county and/or town establishing a transfer of development rights program. A transfer of development rights program would establish a formal process by which development rights could be transferred from one parcel in a sending district to another parcel in one or more receiving districts. Transfer of development rights is essentially a market-based technique that encourages the voluntary transfer of growth from areas designated as "sending areas" (where a community would like to see less or no development) to areas designated as "receiving areas" (where a community would like to see more development). The sending areas can be environmentally sensitive lands, open space, agricultural areas, wildlife habitats, historic landmarks, or any other places of importance to the community, while the receiving areas are places

appropriate for additional development because they are close to jobs, shopping, schools, transportation, and urban services.

(d) To assist in establishing the intergovernmental agreements and exceptions identified above, the City will work with individual towns to draft and execute a memorandum of understanding expressing the intent of both jurisdictions to work towards a more formal intergovernmental agreement and identifying a process and mutual items of concern to be addressed. (See also the Intergovernmental Cooperation Chapter, Policy 12, Intergovernmental Memorandum of Understanding.)

4. **Extraterritorial Review Criteria:** Include the following criteria as part of the City's requirements for approval of subdivisions or certified survey maps in the Extraterritorial Review Area:
 - The proposal should be consistent with the City's officially mapped roads, utilities, drainage, and parks.
 - The proposed land use should be in conformance with the City's *Comprehensive Plan*.
 - The proposed residential density should be in conformance with the City's *Comprehensive Plan* or with intergovernmental agreements for the area.
 - The proposal should be consistent with any land use plan for the area jointly prepared by the City and town.
 - The proposed development of land should allow for the reasonable and cost efficient re-subdividing of the land into urban density sewerded lots.
 - The proposed design for roads, utilities and drainage should be consistent with City standards.
 - The spacing of proposed driveways and public street intersections should conform with the City's access management standards.
 - The proposed development should allow for the eventual extension of an interconnected public street system.
 - The proposal should be consistent with the City's standards for the protection of slopes, wooded areas, and water quality.
5. **Commercial or Industrial Development:** Allow subdivision of lots for new commercial or industrial development in the Urban Sewer Service Area or Extraterritorial Review Area only upon annexation and connection to City sewer and water lines, or through a cooperative boundary plan agreement. The City may grant exceptions to this policy through the subdivision review process for agricultural service businesses and businesses that need large amounts of open, unimproved land.
6. **Rural Area:** Acknowledge that the towns and counties will regulate land uses in the Rural Area.
7. **Orderly Annexations:** Approve annexation proposals consistent with the *Comprehensive Plan*. (See also Objective 11, Municipal Expansion, in this Chapter.)
8. **Utilities Staging Plan:** Extend sanitary sewer and water lines according to the preferred general order of priority indicated by Figure 2-4, Public Utilities Staging Plan. The four levels of major sewer extensions are:

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- | | | |
|---------------|------------------------|--|
| Stage | Sewer Line Type | Pump Stations |
| Short Term | Existing Trunk Lines | Wastewater Treatment Plant |
| Medium Term A | Planned Trunk Lines | Proposed Urban Sewer Service Area Boundary |
| Medium Term B | Force Main | |
| Long Term | | |

Figure 2-4

Public Utilities Staging Plan

- **Short Term:** Areas that are not presently served but only require minor extensions of trunk sewer or can be easily served by lateral lines.
- **Medium Term – A:** Areas that are not currently served but are expected to receive development pressure and a need for trunk line service to accommodate development during the next five years.
- **Medium Term – B:** Areas that are not currently served but are expected to receive development pressure and a need for trunk line service to accommodate development during the next 5 to 10 years.
- **Long Term:** Areas that may need trunk sewer service for anticipated urban development but are not anticipated to be served for ten years or more.

Amend the Public Utilities Staging Plan prior to the next major update of the *Comprehensive Plan* if:

- Development occurs faster than anticipated in a given location; or
- The land development market indicates a strong preference for change and is willing to compensate the City for additional facility costs incurred in making the change.

The City will notify adjacent towns of proposed amendments to the Public Utilities Staging Plan.

9. **Implementation:** Seek to use one or more of the following techniques and methods as may be most appropriate to achieve the City's perimeter growth objective:
 - Intergovernmental agreements
 - Joint planning for future land use
 - Joint extraterritorial zoning
 - Extraterritorial subdivision review in conjunction with official mapping of roads, utility lines, surface water drainage facilities, and *Comprehensive Plan* land use recommendations
 - Amendments to the boundary of the Urban Sewer Service Area through the updating of the *Chippewa Falls/Eau Claire Urban Sewer Service Plan for 2010*
 - Approval of annexation petitions that represent planned, orderly growth
 - Conformance with the Public Utilities Staging Plan for sewer and water extensions
10. **Environmental Protection:** Protect or restore sensitive or unique natural resources such as flood plains, steep slopes, major wooded areas, major vistas, streams, wetlands, water quality, shorelines, and riverbanks through regulation and/or City investment.
11. **Protection of Prime Farmland:** Minimize the loss of prime farmland from premature conversion to nonagricultural uses. The City of Eau Claire will seek to protect those areas identified by appropriate federal or state agencies as prime farmland by promoting compact urban development and discouraging large-lot sprawl outside its borders.

- 12. Extraterritorial Zoning:** Seek to enter into intergovernmental agreements to establish extraterritorial zoning for designated areas in the Urban Sewer Service Area. The City's intent in seeking to establish extraterritorial zoning districts is to provide for the orderly and consistent development of future growth areas that are anticipated to be developed to urban densities and incorporated into the City within the twenty-year planning horizon of the *Comprehensive Plan*. Extraterritorial zoning districts will be identified through joint planning efforts of the City and the town. Wisconsin Statutes allows the City to exercise zoning regulation within its Extraterritorial Review Area through adoption of an extraterritorial zoning ordinance in accordance with the process and procedures described in the statutes. Under the state statutes, a joint extraterritorial zoning committee of citizen members of the City Plan Commission and town members appointed by town boards would be created to prepare the extraterritorial zoning ordinance and establish the zoning districts and regulations. The joint committee would hold public hearings on the proposed regulations and an opportunity to be heard would be provided to representatives of the town board and any person in the town for which the regulations were proposed.

The six-member extraterritorial zoning committee would have to approve the proposed ordinance by a favorable vote of a majority of the six members of the committee before the ordinance could be forwarded to the City Council for consideration of adoption.

- 13. Encouraging Smart Growth:** Foster the implementation of the *Comprehensive Plan* through voluntary joint planning efforts with the counties and towns for larger undeveloped tracts of land in the Urban Sewer Service Area. The intent would be to prepare sub-area plans for sewer service basins and identify future land use, street networks, general location and sizing of utilities, and areas to preserve from development. The sub-area plans would be consistent with the following Smart Growth principles:

- Mix land uses;
- Take advantage of existing community assets;
- Create a range of housing opportunities and choices;
- Foster "walkable" close-knit neighborhoods;
- Promote distinctive, attractive communities with a strong sense of place, including the rehabilitation and use of historic buildings;
- Preserve open space, farmland, natural beauty, and critical environmental areas;
- Strengthen and encourage growth in existing communities;
- Provide a variety of transportation choices;
- Make development decisions predictable, fair and cost-effective;
- Encourage citizen and stakeholder participation in development decisions.

The City should seek to complete a joint planning effort as the foundation and basis for consideration of establishing extraterritorial zoning districts and intergovernmental agreements for revenue sharing.

- 14. Infrastructure Investments:** Seek to enter into intergovernmental agreements either through Wisconsin Statutes, Sec. 66.0301 or Sec. 66.0307, to provide for the targeted construction of lift stations and trunk lines in the Urban Sewer Service

Areas as a joint intergovernmental strategic investment to attract and direct development to selected perimeter growth locations jointly identified by the City and adjacent towns. Such agreements should be pursued only after completion of joint planning efforts between the City and towns to prepare a detailed land use plan for a specific growth area. The detailed components of the agreements should be crafted by the jurisdictions involved based on the characteristics and shared development needs for the area. Such intergovernmental agreements for infrastructure investments should include the following provisions:

- Extraterritorial zoning will be established for the designated area.
- The upfront municipal cost for any sewer lift stations or truck lines in the designated area will be incurred by the City of Eau Claire.
- The town will approve and authorize the City to construct any agreed upon lift station and/or trunk lines, along with the necessary easements for such improvements.
- Town properties cannot be connected to the lift station and trunk line until annexed to the City or until such time as may be specified in an approved cooperative boundary plan agreement for the area.
- For infrastructure investment areas addressed through intergovernmental agreements established under Sec. 66.0301, and to encourage orderly and timely annexation of parcels suitable for compact urban development, the City will commit to making a revenue sharing payment for a fixed and limited number of years to the town based on a percentage of the property tax revenue derived by the City from the subsequent development of the annexed area. The City will seek to negotiate the amount and terms of revenue sharing based on a reasonable and equitable consideration of the overall terms of the intergovernmental agreement, the type of development taking place, and the construction costs and the relative public service costs incurred by both the City and the town following annexation of the area. For example, in instances where the City and town agree to share in the initial provision of public services or where the City's initial service costs would not be excessive, the City could provide a revenue-sharing payment to the town equal to 80% of the City's share of paid property tax revenue from an annexed parcel in year 1 following the annexation; 60% in year 2; 40% in year 3; and 20% in year 4; and 0% thereafter. The amount of payment, years of payment, and starting date of the revenue sharing payment could be negotiated, but the City's intent would be to provide a revenue sharing payment based on property tax revenue generated as the parcel is developed, not simply as vacant land.

Objective 4 – Residential Neighborhoods

Reinforce or create neighborhoods with a diversity of housing, attractive public spaces, compatible land uses, and a sense of identity.

Creating attractive new neighborhoods and maintaining the better qualities of the older neighborhoods are aims that support the objective of sustainable growth. In addition, properly accommodating some townhouses and apartments in each district or neighborhood can help support these housing options avoiding the deleterious effects of inappropriate design.

Policies:

1. **Compact Growth:** Encourage new neighborhood development that is generally more compact and dense than recent past patterns. Design each new neighborhood to include both detached and attached forms of housing.
2. **Variety within Each New Neighborhood:** Encourage in each major neighborhood a range of housing types, densities, and building configurations, including single-family detached, townhouses, apartments, and more specialized types, such as senior housing or live-work units. (A major neighborhood is defined as approximately one square mile in size or as demarcated by major geographic features, such as a highway or river.) During the review of planned developments, give favorable consideration to applications that include two or more types of housing without overlooking other legitimate concerns.

Amend the several districts of the Zoning Ordinance that allow multiple-family housing so as to limit the number of attached units of each type (apartments, row houses, back-to-back townhouses, etc.) in each development project. Suggested limits are: 150 apartments, 100 townhouses, 50 duplexes.

It is expected that the development industry will continue to respond with proposals that include more than one type of housing in the larger projects, resulting in neighborhood variety.

Locate attached and multi-family housing in transitional spaces between commercial and single-family areas, and at high-amenity locations near streams, parks, parkways and greenways. When combining housing types, it is preferable for the transition between types to occur at the rear rather than the front (i.e., across a courtyard or parking area rather than across the street).

To assist in implementing this policy, the City should prepare preliminary neighborhood sub-area plans which identify a general street layout, pedestrian connections, desirable parks and open spaces, utility needs, land uses, and potential zoning categories.

3. **Links to Previously Established Neighborhoods:** Link new neighborhoods visually and functionally to the established portions of Eau Claire via street connections, bicycle facilities and, where possible, the greenway and parkway systems.
4. **Neighborhood Planning:** Continue to implement the recommendations of adopted neighborhood plans consistent with the *Comprehensive Plan*. The City should continue to prepare and update specific plans for residential neighborhoods and commercial districts where a need for additional guidance is identified.

The City's neighborhood planning process engages the residents and strives to protect neighborhoods from such factors as: excessive traffic, blighted properties, or land use incompatibilities. The neighborhood plans outline strategies to address those issues and capitalize on opportunities to enhance the neighborhoods.

Neighborhood plans, as well as all public improvements, shall be consistent with the *Comprehensive Plan*.

5. **Edges:** Demarcate the edge of each district or activity node, and as opportunities arise, correct inconsistent edge conditions. As districts grow and expand, adjust district edges in a logical and consistent manner to maintain a clearly defined edge. Neighborhood or district edges will be simple and direct and will follow logical boundaries. For example, boundaries between housing and dissimilar land uses are best established along alley or back yard lines rather than across a street, since the back yard relationship minimizes potential negative impacts.
6. **Context-sensitive Redevelopment and Infill:** Encourage infill development in older traditional neighborhoods that respects the characteristics of those neighborhoods, as described under Objective 4, Established Neighborhoods, in the Physical Character Chapter and in keeping with the prevalent housing styles in each neighborhood.

This principle does not imply that all housing will be of the same type (i.e., detached or duplex) but that older and newer housing will share many design elements. Redevelopment and infill are keys to strengthening older neighborhoods and will always be done in a manner that responds to and builds on the strengths of those neighborhoods.

Review zoning regulations that apply to the older neighborhoods so as to accommodate the nonconforming status of dwellings that were caused by setback or area requirements. Current zoning regulations sometimes create difficulties for property owners to properly maintain or upgrade houses.

7. **Multiple Land Uses in Neighborhoods:** Identify locations for mixed-use in established neighborhoods that already have some diversity of uses, proximity to transit or major traffic corridors. Apply the policies of the Physical Character Chapter regarding mixed-use in the neighborhood context.
8. **Mixed- and Multiple-use Development:** Seek to combine housing with retail or office uses in mixed- and multiple-use developments. In multi-level buildings, the City should seek to combine housing on the second or higher levels with commercial uses on the ground level. The City should also seek to integrate housing with retail or office uses in larger developments with several buildings, particularly in the Downtown and other designated mixed-use locations.

The City should promote the development of well-designed, moderate-density housing adjacent to shopping, recreational, or cultural facilities, as well as employment centers. To encourage this, the City will consider an amendment to the Zoning Ordinance to accommodate such mixed- and multiple-use developments.

The City should also take a lead role in advancing the understanding and acceptance of urban density and traditional urban patterns among businesses and designers, and promote traditional mixed-use urban patterns as a means of improving business, enhancing neighborhoods, and reducing traffic congestion.

When working with mixed- and multiple-use developments and projects, the City should encourage designs with windows and doors fronting public sidewalks, interesting facade materials, multiple-story buildings, higher densities, attractive and useable public spaces, parking in secondary locations or within structures, links to green spaces and bicycle routes, and access to transit service.

9. **Review of Medium- and High-Density Housing Applications:** Consider the following factors when reviewing development proposals for medium- and high-density housing:
- Adequate utility and street capacity
 - The ability of a given area or neighborhood to absorb additional density
 - Adequate access
 - Transit service
 - Proximity to services and employment opportunities
 - Proximity to schools and natural amenities
 - Compatibility with adjacent development
 - Suitability of the site for construction
10. **Land Use Incompatibilities:** Use improved code enforcement, buffering, and screening to reduce or eliminate problems due to incompatible land uses. Many of Eau Claire's older neighborhoods have long been affected by incompatible land uses, such as industrial plants, materials or equipment storage, freight lines, or truck routes in close proximity to residential uses.

Objective 5 – Riverfronts and Stream Corridors

Guide waterfront land use to parks, open spaces, housing, offices, and similar land uses that are compatible with the rivers.

The pattern and design of land development or open space along waterfronts is an important objective in Eau Claire because of the great number of miles of river or creek edge in the community.

Policies:

1. **Chippewa River Land Uses:** Guide land use along the Chippewa River to take advantage of the dual benefits of the river aesthetics and water. Thus, the pattern of land use and zoning will emphasize land uses that take advantage of the river views such as mid- and high-density housing, offices, parks and trails, and hospitality businesses, such as restaurants or hotels, and industries that need water for manufacturing, such as the Cascades Group paper mill, and, of course, marinas. New industrial locations along the Chippewa River are not expected at this time.

Use the *Downtown Action Agenda 2001* as a guide for development and design guidance near the confluence with the Eau Claire River. In the northwestern quadrant of Downtown, along the Oxford-First Street corridor, encourage housing, business or offices with a public park and a trail along the water's edge.

2. **Eau Claire River Land Uses:** Continue to change the Eau Claire River frontage from industries and parking to a more compatible mixture of linear park, offices, housing, and some industry.
3. **Sherman Creek:** Seek a mixture of urban development along Sherman Creek that includes single-family housing along most of its length, occasional parks, the vocational-technical school, and industry (near U.S. 12). Although the edges of Sherman Creek may be subdivided for housing, the City will require setbacks and easements for flood plain protection as indicated by the Federal Flood Insurance Rate Map. The City will protect steep slopes from erosion and preserve wooded locations along the creek. Encourage the development of a greenway system along Sherman Creek consistent with the Parks System Chapter.
4. **Otter Creek:** Allow Otter Creek to wind through low-density residential neighborhoods and create a major new park along its western edge, south of Prill Road. Encourage the development of a public greenway system along Otter Creek consistent with the Parks System Chapter.
5. **Lowes Creek:** Protect the edges of Lowes Creek from erosion and deforestation as housing is built nearby. A large stretch of the Lowes Creek edge abuts Lowes Creek County Park.

Objective 6 – Major Roadway Corridors

Plan land use along the major road corridors in a manner supportive of the functional classification of the road.

Every community struggles with the challenge of land use and urban design in the narrow band on either side of a major road. These corridors are highly visible to all the community and contribute strongly to the image and appearance of the City. Businesses covet the access and visibility the road provides, but the community has an interest in protecting the function of the road while avoiding the unattractive design, which sometimes characterizes linear commercial development.

Policies:

1. **Road Corridor Land Use Planning:** Plan the edges of arterial roads for an appropriate and acceptable variety of land uses, ranging from single-family housing to shopping centers, as long as the roadway access guidelines presented in the Transportation Chapter are followed. Generally, the City should seek to provide for access efficiency and visibility by locating more intensive land uses to the edge of major roads and guide land uses that generate less traffic to minor roads.

While housing developers may not view the edge of an arterial road as the most desirable environment, it is not necessary to line every stretch of arterial frontage with commercial or multiple-family development. In fact, allowing some low-density neighborhoods along arterial roads is both necessary and desirable. However, if housing is located along an arterial road, its access must conform to

the spacing guidelines in the Transportation Chapter, which requires that intersections be widely spaced and that no direct driveway access is allowed.

New housing development along all State highways and other major arterials will also need to mitigate noise from the roadway with appropriate buffer areas. The City will continue to require 50 foot buffer yard with pine tree plantings or other appropriate sound reduction barriers for new residential subdivisions abutting State highways and other major arterial streets.

2. **Site Design:** Improve the appearance of the major road corridors within the City by requiring better private landscaping, installing better public landscaping, reducing the size and number of signs, limiting the number of additional billboards, locating some parking lots beside or behind buildings, encouraging better building design, providing pedestrian and bicycle circulation to and within the site, and providing other site planning and building design improvements.(See also the Physical Character Chapter.)
3. **Redevelopment Techniques:** Pursue long-term redevelopment of existing inappropriate land use and vehicle access along arterial roads. The City should give priority to addressing inappropriate land uses through the following strategies:
 - Rezone areas with inappropriate land use or access to allow alternative uses such as office, multi-family housing, small shopping centers, or similar uses that offer greater flexibility for improved spacing and control. While this option has little direct cost to the City, it also depends on a willing and aggressive private sector for implementation. Small office buildings for professionals or corporations have often succeeded in these settings and can be compatible neighbors with an adjacent residential neighborhood.
 - Make or require physical site improvements that reduce the conflict between housing and a major road. For example, housing may be protected from the deleterious effects of traffic, parking lots, and commercial buildings by landscaping, setback, building orientation and size. The City could protect the road function by combining or closing access points and/or changing the access design.
 - Assist private developers in acquiring property, relocating residents, and/or clearing buildings in order to stimulate new development under municipal powers granted by Wisconsin Statutes. Potential financial tools available include Tax Increment Financing, special benefit district, Federal Community Development Block Grant funds, and general obligation bonds.
 - Acquire and clear inappropriate land development along one side of roadway and add it to the public right-of-way. Working either alone or in conjunction with the County or Wisconsin Department of Transportation, the City could seek to obtain land along a roadway, and then devote the area to landscaped open space or pedestrian and bicycle pathways to benefit the corridor travelers and adjacent residents.

Objective 7 – Environmental Resources

Safeguard and improve environmental features as a means of promoting sustainable urban development, revitalization, and quality of life.

The Natural Resources Chapter of the *Comprehensive Plan* contains recommendations for the management of surface water, ground water, soil, and wildlife habitat. Some of those recommendations are included both in this chapter, as well as the Parks System Chapter.

Policies:

1. **Wetlands:** Continue to protect wetlands by following the regulations of the City Zoning Ordinance and the guidelines of the *City Surface Water Management Plan*.
2. **Flood Plains:** Protect flood plains and floodways by applying and enforcing the City flood plain regulations.
3. **Steep or Wooded Slopes:** Consider amending the Zoning Ordinance to regulate steep slopes more specifically and allow a reasonable degree of use while protecting appearances and surface water. The appearance of ridgelines and hilltops will be of special importance.
4. **Prime Agricultural Lands:** Seek to minimize the loss of prime agricultural lands to development by promoting compact, contiguous, and sewered urban development, and reducing incentives for semi-rural sprawl on multi-acre residential lots.

Avoiding premature development on prime farmland is an important consideration in planning for future land use and development on the City's urban fringe. The City will consider the following criteria in seeking the appropriate balance between encouraging orderly and cost-effective development and protecting prime agricultural areas:

- Maintaining a compact and regular pattern of growth and boundaries;
- Minimizing infrastructure and service costs;
- Designing neighborhoods with connecting streets and pedestrian walkways;
- Responding to market demands for development.

The City recognizes that compact urban development on farmland close to presently built-up and sewered areas can help avoid the loss of productive farmland elsewhere.

5. **Greenways:** Enlarge and extend greenways, as described in the Parks System Chapter, for recreation, non-motorized transportation, and environmental protection. The greenways, being linear public open space along creeks or rivers, provide natural vegetation, flood storage, and runoff filtration.

6. **Parks:** Seek to manage portions of City parks in a more natural manner, allowing some grass to grow wild, removing invasive plant species and reintroducing lost plant species.
7. **Non-metallic Mineral Resources:** Protect through plans and regulations the limited locations where the natural mineral resource of gravel (sometimes called aggregate) can be found. Gravel is an essential component of concrete and asphalt, two fundamental construction materials important for future urban growth and development. Transporting the mined gravel and sand is a major portion of its cost. Consequently, providing for the well-managed extraction of the resource from available local sources serves to reduce overall construction costs. The City should also work with the private owners of these facilities to plan for their re-use as housing, park and public open space, industry and business, or other activities.

Objective 8 – Redevelopment

Restore underutilized urban and waterfront properties to viable commercial, residential, or recreational opportunities.

Continuous redevelopment is essential to sustaining the vitality of the community. This major task should be led by the private sector, but the City can provide incentives and guidance such as the land use plan, zoning ordinance, roads and trunk utilities. A major question over the coming years is: “How much City financial help can be provided to key sites?”

Policies:

1. **Redevelopment Program:** Engage in a continuous process of assisting the redevelopment of key blighted or highly incompatible properties or districts.

Eau Claire will support redevelopment by planning and zoning identified target areas for more intensive or different land uses than their present use. In special circumstances, the City will use tools, such as tax increment financing, to support redevelopment when it can be demonstrated that the monetary and other benefits to the City strongly justify the investment decisions. Other benefits may include leveraging subsequent significant private investment nearby, stemming the tide of neighborhood disinvestment or remediating a major environmental concern.

2. **Target Areas:** Emphasize redevelopment of the following priority areas:
 - Oxford Avenue north of Madison Street
 - Galloway Street corridor
 - Portions of the National Presto site
 - Downtown
3. **Planning Process:** Prepare and maintain an updated redevelopment project plan or preliminary sub-area sketch plan for each of the areas listed in Policy 2 above. The plans should address market forces, land use patterns, building conditions, traffic circulation, property acquisition, relocation and clearance, public finance, urban design, and public participation.

4. **Redevelopment Techniques:** Determine the preferred financial and other implementation techniques that the City may use to assist redevelopment by a study for each area. Current implementation strategies include: zoning, private investment, tax increment financing, street or utility improvements, general obligation bonds, state or federal roadway improvement funds, state redevelopment grants (not presently available), and state or federal brownfields remediation funds.

Objective 9 – Economic Development

Provide an adequate and balanced inventory of planned and zoned locations for future growth needs for industrial, office, and retail.

The City should provide an adequate inventory of available and readily serviced land to meet the future growth needs of the community for industrial and business uses. The Planned Land Use Map (Figure 2-1) identifies the generalize locations for future land uses. The City should seek through detailed land use planning, capital improvements and infrastructure investments, and zoning to ensure a reasonable balance between community needs for development and the availability of land. (See the Economic Development Chapter for objectives and policies specifically related to maintaining a diverse economic base.)

Policies:

1. **Industry and Offices:** Act to provide locations for industrial and office development in both central and fringe locations that have good transportation access.

Central locations may require public assistance with redevelopment and brownfields remediation, but the City recognizes the importance of keeping such locations in productive use, of providing jobs near workers who may not have cars, and of removing blight that threatens housing. The City will encourage corporate offices to locate in the greater downtown area by offering financial assistance, particularly to compensate for the added cost of downtown parking.

Examples of locations where significant employment growth is expected include:

- Downtown (all four quadrants, including the Luther-Midelfort medical center along Bellinger Avenue)
- The institutional campus complex including the University of Wisconsin-Eau Claire, the Chippewa Valley Technical College, Sacred Heart Hospital, and nearby medical clinics
- Gateway Industrial Park and vicinity
- Banbury Place and the Galloway Street corridor
- The vicinity of Oakwood Mall
- South Hastings Way
- The Hendrickson Drive corridor

2. **Downtown:** Continue to support the revitalization of the Downtown as a unique mixed-use business district. (See the Downtown Chapter for additional objectives)

and policies regarding redevelopment of the four Downtown districts: Courthouse, Historic Waterfront, North Barstow and Medical Center.)

3. **Education-health Care Campus Area:** Lead and coordinate the preparation of a master plan for the area north of Clairemont Avenue, encompassing the University of Wisconsin-Eau Claire upper campus, Chippewa Valley Technical College, Marshfield Clinic, Sacred Heart Hospital, nearby medical buildings, state offices, and commercial buildings. The area master plan should incorporate the plans of the individual institutions and address a broad range of issues and opportunities, including: traffic and access management, parking demand and opportunities for shared parking, transit service and amenities, pedestrian and bicycle movement, green space and amenities, and services such as childcare and other support businesses. The City should seek to maximize land use efficiency, provide for long-term growth, improve appearances and image, and reduce incompatible relationships. The master plan should be coordinated with future improvements to Clairemont Avenue and Hendrickson Drive and should incorporate the land previously set aside but no longer needed for the Highway 37 South Bridge.
4. **Gateway Industrial Park:** Continue the growth of manufacturing industries and office space while protecting the Sherman Creek flood plain. The City should emphasize growth toward Sherman Creek and along County Highway T, remaining at least one-quarter mile west of Jeffers Road. The City should also encourage site plans to use land intensively and provide a high level of building finish and landscaping.
5. **Banbury Place and Vicinity:** Continue to add or improve the use of this complex with businesses and housing.
6. **Oakwood Mall Vicinity:** Allow the redevelopment of lower-intensity land uses, especially surface parking, into offices, retail businesses, housing and/or structured parking.
7. **South Hastings Way:** Promote through zoning, site plan review, and redevelopment programs, the redevelopment and intensification of the older retail areas along South Hastings Way. Encourage mixed- and multiple-use projects with pedestrian linkages and accommodations. Manage traffic access to the nearby arterial and collector roads by requiring shared access points and joint parking.
8. **Hendrickson Drive Corridor:** Allow redevelopment for more intensive land uses, such as hospitality businesses and offices. Emphasize the importance of quality landscaping, signage, site plans, and architecture.
9. **All Commercial Locations:** Continue to apply the provisions of the zoning ordinance that enhance the appearance and function of new commercial developments, such as landscaping, sign control, rear buffering, joint parking, appropriate access locations, shared access, sidewalks, facade materials, window and door orientation, and mixed- or multiple-use projects. (See also the Physical Character Chapter.)

Objective 10 – Inappropriate Land Use

Reduce land use conflicts through redevelopment of blighted, vacant or underutilized properties, enhanced buffering or screening, and improved building and site design.

Some residential neighborhoods in Eau Claire have experienced physical decline and disinvestment because of conflicts among land uses or developments that are incompatible in terms of activities, size or appearance. For example, poorly maintained or deteriorating non-residential buildings and properties adjacent to residential use often results in a long-term pattern of declining investment in the residential properties.

Policies:

1. **Zoning Regulations:** Seek to prevent the formation of new land use incompatibilities and to lessen existing incompatibilities through administration of zoning and site plan regulations. Where appropriate, and through amendment of the Zoning Ordinance if necessary, the City should seek to:
 - Provide performance-based criteria to measure and determine appropriate land use intensity. Such criteria might include: traffic generation, hours of operation, building design, and buffering.
 - Provide landscaping and screening standards to buffer different uses and parking areas from public sidewalks and streets.
 - Provide building design guidelines regarding appropriate scale and materials for new infill developments and building expansions. The Physical Character Chapter provides a more detailed discussion of building design guidelines.
2. **Property Acquisition:** Consider acquisition of private property, on a case-specific basis, to eliminate land use incompatibilities or deteriorated properties, and encourage redevelopment consistent with the planned land use for the area.

In many situations, land use incompatibilities result from incremental changes that have occurred over time as economic trends and development standards have changed. In those cases, the City may need to purchase certain properties to eliminate land use incompatibilities. This should be done on a case-specific basis and will require careful scrutiny of the costs and benefits involved in such action. Financial tools the City might use for property acquisition and relocation include tax-increment financing and Federal Community Development Block Grant funds.

3. **Neighborhood Planning:** Develop neighborhood and sub-area plans that encourage the elimination of inappropriate land uses and reduce land use conflicts and seek alternatives to resolve such issues.

Objective 11 – Municipal Expansion

Seek to maintain a well-planned and fiscally sound community by continuing to expand municipal boundaries to include areas identified for future urban development.

Municipal boundaries not only determine who is included within a jurisdiction, but also define local arrangements of service provision and patterns of economic development. The City of Eau Claire expands its municipal boundaries through the annexation process prescribed by Wisconsin State Statutes. Annexations may occur either through annexation petitions initiated by landowners or through annexation referendums initiated by the City Council. In practice, however, annexations to the City have occurred only through petitions initiated by the individual landowners.

In considering annexation petitions and whether to extend municipal boundaries, it is important for the City to be able to extend boundaries in areas where the City sewer and water lines can be extended to serve growth. It is also important for the City to consider the long-term municipal fiscal impact of annexations.

Well-planned and orderly annexations that are coordinated with the timely extension of utilities and subsequent business or residential development offer significant benefits for the long-term economic health of the larger metropolitan area. Orderly annexations and development will result in a reduction in the duplication of public services and facilities and a reduction in the overall expenditure of tax dollars, which will in turn enhance the economic efficiency of the region.

The fundamental rationale of the *Comprehensive Plan* for approving annexations is that a fiscally sound central city is critical to the economic well-being and sustained quality of life of the entire metropolitan community, and that annexing land for new residential, commercial, and industrial development is key to the City maintaining its long-term fiscal health. Municipal expansion through annexation allows the City to protect its tax base and pursue continued economic growth. Municipal expansion also helps prevent the fragmentation of public services in the metropolitan area, while achieving a better trade-off between scale economies and service coordination costs. The *Comprehensive Plan* holds, therefore, that municipal services are required for sustainable and cost-effective urbanization, and that the City of Eau Claire is most capable of providing those services.

Policies:

1. **Utilities:** Extend sanitary sewer and water lines according to the preferred general order of priority indicated by Figure 2-4, Public Utilities Staging Plan, and extend sewer and water lines only if the land is annexed to the City of Eau Claire, or through a binding contractual agreement that guarantees the future annexation of that land.
2. **Boundary Expansion:** Extend the City's corporate boundaries through approval of annexations consistent with the *Comprehensive Plan*. When considering petitions for annexation, the City shall take the following factors into consideration:
 - The territory proposed for annexation must be contiguous to the City of Eau Claire and cannot lie within another city or village.
 - The annexation of the subject property cannot result in the creation of an island of territory not part of the City of Eau Claire.
 - More than 50% of the owners of area of land or value of land and 50% of the electors residing within the territory proposed for annexation must sign the annexation petition.

- The proposed annexation must be in compliance with the Urban Sewer Service Area boundary of the *Comprehensive Plan*.

In addition, the City will also consider the extent to which the proposed annexation:

- Maintains a compact and regular pattern of growth and boundary expansion
 - Provides for the cost-effective extension of public infrastructure
 - Provides for the cost-effective delivery of public services
 - Fosters neighborhood development patterns with connecting streets and pedestrian walkways consistent with the *Comprehensive Plan*
 - Addresses a market demand for development
3. **Legislative Advocacy:** Participate in legislative advocacy organized by the League of Wisconsin Municipalities to devise annexation laws that provide incentives for and remove legal impediments to creating compact and efficient fringe urban growth.

Objective 12 – Public Infrastructure Investments

Encourage state and local investments in public facilities and infrastructure that are consistent with the principles of Smart Growth and the objectives of the *Comprehensive Plan*.

Public spending is a powerful way to influence the pattern of land use and the actions of the private land development industry. Millions of public dollars are spent annually in the Eau Claire metropolitan area on roads, utilities, parks, and other public facilities. These public investments greatly influence the value of adjoining land and shape the nature of subsequent development decisions by the private sector.

An especially important aspect of public spending for capital improvements is the relationship between transportation improvements and land development. Capital expenditures to extend or widen highways or major roads beyond the urban perimeter, or to increase the carrying capacity of existing highway corridors, while essential to our contemporary way of life and economy, may also distort land markets by facilitating development remote from presently urbanized locations and, thereby, also facilitating fragmented and sprawl patterns of development. By the same token, road improvements in the urban core or transit routes can promote reinvestment in older neighborhoods or intensify development in priority activity areas. Because the *Comprehensive Plan* emphasizes compact and contiguous growth, all proposed road improvements in the City, as well as County and State improvements in the metropolitan area, should be reviewed to determine their impact on key *Plan* objectives for balanced fringe growth, farmland preservation, and neighborhood preservation.

Policies:

1. **Consistency with the *Plan*:** Use the *Comprehensive Plan* as a central guiding document for reviewing proposed projects in the City's Capital Improvement Program. As part of its annual review of the proposed Capital Improvement

Program, the City Plan Commission will assess the consistency of the proposed improvement program and report its findings to the City Council. Projects included in the Capital Improvement Program approved annually by the City Council should be consistent with the *Comprehensive Plan*. In addition, the City should also review County and State highway projects proposed in the metropolitan area and determine their consistency with general Smart Growth principles, as well as the objectives of the *Comprehensive Plan*, especially within the City's extraterritorial review area.

2. **Priorities:** Give high priority to maintenance of and reinvestment in existing streets, parks, utilities, and other City and County facilities so as to maximize the use of existing public or private investments. Secondly, use public expenditures to attract private investment to recommended urban growth locations as identified in the City's Public Utilities Staging Plan or in urban growth sub-area plans prepared jointly by the City and other jurisdictions.
3. **The Role of the Public Sector:** Provide major infrastructure in an orderly and timely manner so as to promote intensive investment and redevelopment in target areas and neighborhoods within or near the presently urbanized area. Locate and design public buildings to foster community or neighborhood identity and raise the quality of nearby private development.

Use major infrastructure investments to support investments by the private sector. However, all new local and collector streets and most new utility lines will be privately financed and built. Interceptor sewer lines, such as those shown on the Public Utilities Staging Plan, Figure 2-4, will be financed and built by the City with the cost assessed to benefiting property owners.

4. **Land Use and Transportation Relationship:** Plan and regulate land development to make relatively intensive use of sites served by minor arterial, collector, and local streets.

Building new roads or expanding existing ones should lag slightly behind fringe land development in order to reduce the pace of outward urban growth and encourage the more intensive use of serviced areas. However, adequate future road rights-of-way will be planned and reserved in advance of development for the sake of economy and good design. The City should give strong consideration to making improvements to parks and parkways and other public amenities that will be used to attract moderate- to high-density development.

5. **Capital Improvement Programming:** Continue to refer to the *Comprehensive Plan* when annually updating its Capital Improvements Program. The City should consider using the *Plan's* objectives as a starting point for assessing proposed projects, and then consider legislative mandates, prior commitments, project interrelationships, and cost effectiveness. While complete convergence between the *Plan* and the Capital Improvement Program is unlikely to emerge, a higher degree of consistency will result than if the *Comprehensive Plan* were not formally considered at all. In addition, this annual disciplined process will encourage a greater recognition of the importance of the *Plan* in the minds of all staff and local public officials and lead to more thoughtful plan implementation.

Objective 13 – Regional Planning

Build land use planning relationships in the greater Chippewa Valley region that support the principles of Smart Growth and that help accomplish the *Comprehensive Plan*.

Eau Claire has a genuine interest in seeing that sound land use planning takes place in and around its neighboring communities and among the different government jurisdictions in the metropolitan area. Eau Claire also has a stake in the success of broader multi-county efforts in the Chippewa Valley regarding land use, economic development, transportation, and public safety.

Effective planning relationships among government jurisdictions do not require unanimity on every topic of interest. However, effective working relationships do require a sufficient level of mutual trust and respect, and a shared belief that the relationship will result in mutual benefit. Sound land use planning by communities in the metro area must incorporate and support cooperative intergovernmental relationships, which, in turn, require that each jurisdiction can readily answer the “what’s in it for us?” question that has to be answered before productive cooperative work can begin. Recommendations on building more effective working relationships among jurisdictions are addressed in the Intergovernmental Cooperation Chapter. The answer to “what’s in it for us?” is provided by the six key smart growth outcomes identified in the Introduction Chapter of the *Comprehensive Plan*:

- Neighborhood livability
- Better access, less traffic
- Thriving cities, suburbs, and towns
- Shared benefits
- Lower costs, lower taxes
- Keeping open space open

Policies:

1. **Shared Metropolitan Vision:** Encourage local jurisdictions in the metropolitan area to develop a consistent regional perspective on future growth consistent with the principles of Smart Growth. The City should convene initial meetings of local officials from area jurisdictions, as well as a broad range of stakeholders in the metropolitan area, to discuss Smart Growth issues and to begin to develop a statement of Smart Growth principles to guide future growth in the Eau Claire-Chippewa Falls metropolitan area.
2. **Sustainable Development:** Encourage growth in the City of Eau Claire and the broader metropolitan area consistent with the concept of sustainable development that emphasizes the interdependent relationship between economic vitality and environmental quality. The City should lead by example in promoting the concept of a sustainable metropolitan region that can support a diverse and vibrant economy, while still protecting the integrity of the natural air, water, and land systems that support life.
3. **Area-wide Planning Meetings:** Host an initial meeting of planning leaders and officials to discuss metropolitan planning and growth and to consider implementing

a regular schedule of meetings among interested jurisdictions. Such meetings could include an annual all-day meeting of public and private sector leaders from the Eau Claire-Chippewa Falls metropolitan area to discuss planning, service delivery, economic development, and quality of life issues.

4. **County Comprehensive Plans:** Support the efforts of Eau Claire County and Chippewa County to adopt and implement county comprehensive plans encompassing the principles of Smart Growth.
5. **Other Municipality Comprehensive Plans:** Support the efforts of neighboring cities, villages, and towns to adopt and implement comprehensive plans encompassing the principles of Smart Growth.
6. **Area-wide Planning:** Support and participate in area-wide or regional planning efforts related to the goals and objectives of the *Comprehensive Plan*. The City will encourage area jurisdictions to participate in ongoing efforts to address transportation system and surface water management issues. The City will continue to participate as a member of the Metropolitan Planning Organization and work with the West Central Wisconsin Regional Planning Commission in addressing issues of a broader regional impact in Western Wisconsin. The City will also continue to coordinate with the Department of Natural Resources, Department of Transportation, Governor's office, and other state agencies regarding local planning issues.

The City should actively support or initiate joint planning collaborations with the appropriate county agency and other local jurisdictions to prepare detailed sub-area land use plans for major interchanges, highway corridors, or other future growth areas in the City's Extraterritorial Review Area. Such sub-area plans should include future land use recommendations, proposed utility extensions, street networks, and significant public facilities.

7. **Transition Area Joint Planning:** Initiate preparation of detailed sub-area plans for specific locations in the City's Urban Sewer Service Area. These plans should be consistent with the *Comprehensive Plan* and prepared through a joint effort of the City of Eau Claire, one or more towns, and the appropriate county agency. One approach would be for the City of Eau Claire to coordinate the preparation of plans through joint powers agreements regarding future land use, public services, and jurisdictional boundaries for portions of the extraterritorial urban growth area.

Objective 14 – Land Use Implementation

Use the *Comprehensive Plan* as the basis for reviewing development applications, making utility or road investments, amending the Zoning and Subdivision Ordinances, and preparing neighborhood or sub-area plans.

The ongoing effectiveness of the *Comprehensive Plan* will depend upon its consistent application. While the policies and maps of this *Plan* are a good foundation for future decisions, much work remains to be done. Detailed neighborhood and sub-area plans will be needed, and they will take direction from the *Comprehensive Plan*. Finally, sound

judgment by the staff and steady political leadership will be needed to implement this plan on a daily basis.

Policies:

1. **Development Review Process:** Make land use and development decisions in a reasonable, responsible, predictable manner based on approved plans and ordinances.

City staff, the Plan Commission, and the City Council will strive to review development applications as expeditiously as possible, while allowing the necessary public comment. At the same time, staff will strive to work with applicants to ensure that the planning and design aims of the *Comprehensive Plan* are implemented. This may involve interpreting objectives or guidelines that are not clear-cut and specific, and persuading developers to amend their designs to satisfy community aims not expressly stated in the Zoning Ordinance but contained in the *Comprehensive Plan* or neighborhood plans.

When reviewing development or rezoning applications, or when preparing sub-area or neighborhood plans, consult the policies of the *Comprehensive Plan* to ensure consistency.

2. **Utility and Road Investments:** Continue to use the *Comprehensive Plan* in the review of the City's Capital Improvement Program to insure investments in utilities and streets are implementing the growth strategies of the *Plan*.
3. **Zoning and Subdivision Ordinances:** Amend the Eau Claire Zoning and Subdivision Ordinances to implement the many changes identified within the *Plan* and listed in the Plan Implementation Chapter.
4. **Neighborhood and Sub-area Plans:** Continue to prepare plans for developed neighborhoods and for future urban areas on the perimeter of the community.

Design land development in large tracts and whole neighborhoods, rather than piecemeal. Prepare sub-area plans for square-mile areas showing collector roads, utilities, floodplains, steep slopes, and wetlands, as well as showing land use in greater detail than does this *Comprehensive Plan* in order to guide developers who may negotiate the revision and refinement of such plans during the development application process.

5. **Growth Monitoring:** Continue to complete the annual Development Map and Report, which provides information on development activity within the City and monitors project compliance with the *Comprehensive Plan*.